

**THE IMPLEMENTATION OF FEDERAL GOVERNMENT POLICY IN  
THE REUSE PLANNING OF MILITARY INSTALLATIONS:  
A CASE STUDY OF GENTILE AIR FORCE STATION**

THESIS

John L. Hoover, Captain, USAF

AFIT/GLM/LAL/95S-8

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Wright-Patterson Air Force Base, Ohio

AFIT/GLM/LAL/95S-8

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**THESIS**

Presented to the Faculty of the Graduate School of Logistics  
and Acquisition Management of the Air Force Institute of Technology  
Air University  
In Partial Fulfillment of the  
Requirements for the Degree of  
Master of Science in Logistics Management

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Captain, USAF

September 1995

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## Preface

This thesis continues earlier research efforts in determining the appropriate role of the federal government in assisting local communities affected by the closure of nearby military installations. The study is an embedded case study of Gentile Air Force Station.

Many individuals have provided invaluable assistance to me to enable the completion of this research. A warm thanks is extended to all the individuals who participated in the case study. Everyone was very forthcoming with important information and always found the time to accommodate my numerous requests. I would especially like to thank Mr. Paul Rizzo, Mr. Frank Barton, and Mr. David Witschi for their candor and invaluable assistance. A special thanks goes to Mr. Dan Dollarhide for sponsoring this research effort. And I would be remiss if I did not thank Mr. Larry Leese, not only for his time, but also for his wisdom and counsel. Last, but not least, I would like to thank my thesis advisor Dr. Craig Brandt and thesis reader Dr. David Vaughan for their guidance, patience, and sense of humor.

John L. Hoover

## Table of Contents

	Page
Preface .....	ii
List of Figures .....	vi
Abstract.....	vii
I. Introduction .....	1-1
General Issue.....	1-1
Specific Problem .....	1-3
Investigative Questions.....	1-3
Definition of Terms .....	1-4
Thesis Overview.....	1-5
II. The Review of the Related Literature .....	2-1
Introduction .....	2-1
Evolution of the Base Closure Process (1988 to the Present) .....	2-1
The 1988 DoD Commission .....	2-1
Development of the BRAC Commission.....	2-2
Differences Between the BRAC and 1988 DoD Commission.....	2-2
Key Provisions of Public Law 101-510.....	2-3
President Clinton's Five Point Program.....	2-5
DoD Interim Final Rule .....	2-5
DoD Final Rule .....	2-6
Projected Savings of Closures and Realignments .....	2-7
Federal Agencies Involved in Base Closure.....	2-9
Key Federal Agencies.....	2-9
Economic Development Administration.....	2-11
Additional Federal Assistance to Local Communities .....	2-15
Cash Grants .....	2-15
Revenue-Generating Property .....	2-16
Funds for Upgrading Buildings and Infrastructure .....	2-17
Stages of the Local Community's Base Reuse Process.....	2-18

	Page
Organize .....	2-18
Plan .....	2-19
Implement.....	2-20
Summary.....	2-20
<b>III. Methodology .....</b>	<b>3-1</b>
Introduction .....	3-1
Research Design.....	3-1
Embedded Case Study Research Design.....	3-1
Population.....	3-3
Research Instruments .....	3-3
Reported Information.....	3-4
<b>IV. A Case Study: The Civilian Reuse of Gentile AFS .....</b>	<b>4-1</b>
Introduction .....	4-1
Method of Conducting Case Study.....	4-1
Background of Gentile AFS .....	4-2
History.....	4-2
Location .....	4-3
Facilities.....	4-3
Personnel .....	4-3
Summary of Gentile AFS Base Closure Events .....	4-4
Projected Dates .....	4-7
Formulating the Gentile Reuse Plan .....	4-7
Community Concerns.....	4-7
Federal Key Players.....	4-8
DESC Reuse Plan Contractor's Recommendations.....	4-10
Discussion of Specific Subject Areas .....	4-11
Interim Leasing .....	4-11
Environmental Issues .....	4-13
The Air Force Enclave .....	4-17

	Page
Attitude of City Personnel Toward Federal Agencies.....	4-20
Summary.....	4-24
V. Conclusions and Recommendations.....	5-1
Chapter Overview .....	5-1
Investigative Question One.....	5-1
Investigative Question Two.....	5-2
Investigative Question Three .....	5-4
Investigative Question Four.....	5-4
Generalization and Limitations of the Research.....	5-6
Recommendation for Improving the Process.....	5-7
Recommendations for Further Research .....	5-7
References.....	Ref-1
Vita.....	V-1

### List of Figures

Figure	Page
2-1. Economic Development Agency .....	2-13

**Abstract**

Local communities affected by a base closure are uncertain as to their future and look to the federal government for guidance and economic assistance in rebuilding their local economy. The local communities want to close the base with as little federal government interference as possible and convert the base to civilian use with as much federal financial assistance as possible. During 1993-1994 two Air Force Institute of Technology research teams began longitudinal case studies of the base closure and reuse process at Gentile Air Force Station, Ohio to determine the effectiveness of the federal government's current approach. These research teams identified three main federal agencies involved in the process: Office of Economic Adjustment (OEA), Base Transition Office (BTO), and the Air Force Base Conversion Office (AFBCA). This case study is a continuation of their research and studies the same three agencies during the reuse planning phase of base closure. The recommendation for the federal government is to consolidate the OEA, BTO, and AFBCA into a single, Department of Defense base closure office and locate representatives from this office at each closure base authorized to act as a single federal interface with the local community regarding base closure and reuse issues.

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**I. Introduction**

**General Issue**

Local communities affected by a base closure are uncertain as to their future and look to the federal government for guidance and economic assistance in rebuilding their local economy. The local communities want to quickly close the base with as little federal government interference as possible and convert the base to civilian use with as much federal financial assistance as possible. On 2 July 1993, the federal government responded to the local communities' desires by implementing President Clinton's "Five-Part Plan" that promised to expedite the environmental cleanup process, cut through "red tape," and spend more federal money on local economic redevelopment (Clinton, 1993:4). It is still too early to ascertain the overall effectiveness of President's Clinton's initiatives. The majority of the communities that may benefit from this legislation are only now beginning the closure and reuse process in earnest.

One of the communities affected by the recommendations of the 1993 Base Closure and Realignment Commission (BRAC) and the changes in the base closure and reuse process is Kettering, Ohio. The Defense Electronic Supply Center (DESC) located at Gentile Air Force Station (AFS) in Kettering, Ohio is relocating to Columbus, Ohio, and will share facilities with the Defense Construction Supply Center (DCSC). Both DESC and DCSC are subordinate units of Defense Logistics Agency (DLA). DESC serves as the primary Department of Defense (DoD) activity for the procurement and management of electronic

spare parts. Gentile AFS is the host unit for 38 tenant units in addition to DESC. DESC employs 2,200 personnel, accounting for over 75 percent of the federal government workforce at Gentile AFS. The majority of the other 43 tenant units are also relocating, but some uncertainty still remains concerning the future locations of several tenants.

With the relocation of DESC and a majority of the other tenant units, the greater Dayton, Ohio area is losing over 2,000 taxpayers. Another impact of the 1993 BRAC recommendation is that the City of Kettering is attempting, for the first time, to successfully convert a government installation to private use under a new federal approach to the base closure and reuse process. These uncertainties created by the federal government, which directly impact the local economy's future, create a tremendous amount of pressure and anxiety at the local government level.

During 1993-1994 two Air Force Institute of Technology research teams began longitudinal case studies of the base closure and conversion process at Gentile AFS. Their case studies commenced at the beginning of the base closure and conversion process during the organizational phase. Their research focus was to define the roles and activities of the key players, both federal and local, in the conversion process and make recommendations to improve the process (Eshbach and Hall, 1994:2-3; Cliatt and Stanley 1994:6-7). Both research teams reached similar conclusions in identifying the federal key players and their roles and activities in the conversion process. The federal key players mutually identified were the Office of Economic Adjustment (OEA), the Base Transition Office (BTO), and the Air Force Base Conversion Agency (AFBCA) (Eshbach and Hall, 1994:101; Cliatt and Stanley, 1994:38) . However, they reached very different conclusions about the overall effectiveness of the federal government's administration of the conversion process. Cliatt and Stanley found that the federal government's current approach to base closure and conversion was adequate and that "the federal bureaucracy observed in this process was deemed to be minimal" (Cliatt and Stanley, 1994:74). In

direct opposition to these findings, Eshbach and Hall determined that “the process observed was a maze of coordination where the agencies have little or no authority to make decisions or guide the process. Each participant seems to be a slave to a process that is relentlessly bureaucratic” (Eshbach and Hall, 1994:113).

Building upon these research efforts, this study will continue the longitudinal case study of Gentile AFS. This research effort will focus on how the federal key players, the OEA, BTO, and AFBCA, interact with one another and with the local community during the planning phase of the base closure and reuse process. The intent of this research effort is to gain a better understanding of the base closure and reuse process during the planning phase. It will also determine if any other key players, federal or local, enter into the process during this phase. Finally, this research effort will ascertain if the local community’s reuse planning efforts for Gentile AFS are positively or negatively influenced by the actions and activities of the federal key players.

Once this insight is gained, it will be utilized to determine the overall effectiveness of the federal government’s involvement in the base closure and reuse process. Also, meaningful recommendations will be made to streamline the base closure and reuse process resulting in financial savings for the federal government and expeditious conversions for the local government.

### **Specific Problem**

This thesis will address the following research question: “How does the implementation of federal government base closure programs and policies affect the local community’s base reuse efforts during the planning phase of base closure?”

### **Investigative Questions**

To answer the research problem, this study will provide answers to the following investigative questions:

1. What are the roles and activities of the Office of Economic Adjustment (OEA), Base Transition Office (BTO), and the Air Force Base Conversion Agency (AFBCA) in the formulation of local community base reuse plans?
2. How does the local community view its interaction with the OEA, BTO, and AFBCA?
3. Other than the OEA, BTO, and AFBCA, are there other players in the base closure process that are important?
4. What issues are central to the closure and reuse planning at Gentile AFS?

### **Definition of Terms**

To establish a common understanding of several key terms used repeatedly in this thesis, the following definitions are provided.

1. Closure: “All missions of the installation have ceased or have been relocated. All personnel positions (military, civilian, and contractor) have either been eliminated or relocated, except for personnel required for caretaking, conducting any ongoing environmental cleanup, and disposal of the base, or personnel remaining in authorized enclaves” (*Federal Register*, 1995b:37341).
2. Realignment: “Any action that both reduces and relocates functions and DoD civilian personnel positions, but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, skill imbalances, or other similar cause. A realignment may terminate the DoD requirement for the land and facilities on part of an installation. That part of the installation shall be treated as ‘closed’ for this document” (*Federal Register*, 1995b:37342).
3. Local Redevelopment Authority (LRA): “Any authority or instrumentality established by state or local government and recognized by the Secretary of Defense, through the Office of Economic Adjustment, as the entity responsible for developing the

redevelopment plan with respect to the installation or for directing implementation of the plan." (*Federal Register*, 1995b:37342).

4. Communities in the Vicinity of the Installation: "The communities that constitute the political jurisdictions (other than the State in which the installation is located) that comprise the redevelopment authority for the installation" (*Federal Register*, 1995b:37342).

5. Installation: "A base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility. Such term does not include any facility used primarily for civil works, rivers, and harbors projects, flood control, or other project not under the primary jurisdiction or control of the Department of Defense" (*Federal Register*, 1995b:37342).

6. Planning: "The act or process of making or carrying out plans; the establishment of goals, policies, and procedures for a social or economic unit" (*Webster*, 1983:899).

## **Thesis Overview**

Chapter II is a literature review of the base closure process since 1988. It summarizes the base closure process from 1988 through 1995; it also identifies federal assistance to local communities during the base reuse process and describes a pragmatic base reuse strategy for local communities. Chapter III describes the methodology used in this thesis. Chapter IV presents and examines information gathered in a case study conducted at Gentile AFS, Ohio from June 1994 to June 1995. Chapter V presents findings, recommendations, and ideas for future research efforts.

## **II. The Review of the Related Literature**

### **Introduction**

Before the effect of the federal government's base closure programs and policies on the local community's base reuse efforts can be determined, it is essential to review current information that is germane to this topic. The review of the related literature is conducted for several reasons. First, it makes known the findings of pertinent research and enables the author to refrain from duplication of previous research. Second, the review gives the researcher the insights and understandings needed for examination of the problem being studied (Gay, 1987:36). Finally, the review provides information that may be useful in determining how the federal government affects the local community in conducting its base reuse efforts.

The literature review focuses on the history of base closure from 1988 through 1995, federal agencies involved in the base closure process with emphasis on the Economic Development Agency, additional federal base reuse assistance programs, and the steps that local communities progress through during the base reuse process.

### **Evolution of the Base Closure Process (1988 to the Present)**

To assist the reader gain a better understanding of the current base closure process, a brief synopsis of the significant historical events that have occurred since 1988 in the base closure process is presented.

**The 1988 DoD Commission.** In the late 1980s, as the DoD steadily reduced its personnel, the military base infrastructure remained intact and, at a time of shrinking DoD budgets, became a financial burden to the DoD. The DoD recognized that unneeded bases were being maintained at an ever-increasing cost to mission readiness and that bases must be closed or realigned. Secretary of Defense Dick Cheney, in close cooperation with

Congress, proposed a solution to this problem by introducing a base closure law, Public Law 100-526, that attempted to equalize the base and force structures.

In October 1988, Public Law 100-526 was enacted and created the Secretary of Defense's Commission on Base Realignment and Closure. The Commission was to conduct an independent study of the domestic military base structure and, based upon the results of that study, recommend military installations for closure or realignment. The 1988 Commission recommended the closure of 86 military installations and the realignment of 59 others at a projected annual savings of \$693.6 million (DBCRC, 1993b:3-1).

Development of the BRAC Commission. Despite the base closures resulting from the 1988 Commission recommendations, more base closures were required as a result of the unexpected ending of the Cold War. With the expiration of the 1988 Commission's charter, the Bush administration, this time without coordinating with Congress, proposed the closure of 36 additional bases in the United States. Congress protested this unilateral executive action and chose not to act directly on the proposal, but rather enacted The Defense Base Closure and Realignment Act of 1990 as part of The National Defense Authorization Act for Fiscal Year 1991. The intent of this legislation, Public Law 101-510 under Title XXIX, was "to provide a fair process that would result in the timely closure and realignment of military installations inside the United States." The most significant participant that ensures the closure and realignment process is conducted fairly, as mandated in Public Law 101-510, is the Defense Base Closure and Realignment Commission (BRAC).

Differences Between the BRAC and 1988 DoD Commission. There are several major differences between the BRAC Commission and the 1988 DoD Commission. First, the 1988 DoD Commission did not conduct public hearings. This lack of public access to the Commission's proceedings is in stark contrast to the BRAC proceedings, which are required to conduct public hearings. Second, the 1988 DoD

Commission, working for the Secretary of Defense, developed its own list of base closures and realignments. The 1988 DoD Commission submitted its list to the Secretary of Defense who then submitted it to the President. The BRAC Commission is given a list prepared by the Secretary of Defense that it independently reviews and studies. The BRAC Commission submits its recommendations directly to the President. Third, no independent review of the 1988 DoD Commission's closure and realignment list was conducted. Under Public Law 101-510, the Secretary of Defense's selection process and closure and realignment list to the BRAC Commission are both required to be reviewed by the Government Accounting Office (GAO). Fourth, The 1988 DoD Commission met only once, whereas the BRAC Commission met in 1991, 1993, and is currently meeting, for the final time, in 1995.

Key Provisions of Public Law 101-510. The Secretary of Defense's base closure and realignment list must be based upon a force structure plan submitted to Congress with the DoD's budget request and upon eight selection criteria developed by the Secretary of Defense which have been approved by Congress. The Secretary of Defense bases the force structure plan on a six-year assessment of the most likely threats to national security taking into account the anticipated level of DoD funding for the six-year period. The force structure plan consists of three sections: the military threat assessment, the need for overseas basing, and the force structure, including the implementation plan (DBCRC, 1993b:B-1). The Secretary of Defense's eight final selection criteria are:

**Military value (given priority consideration)**

1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
2. The availability and condition of land, facilities, and associated airspace at both the existing and potential receiving locations.

3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.

4. The cost and manpower implications.

#### Return on investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

#### Impacts

6. The economic impact on communities.

7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.

8. The environmental impact. (DBCRC, 1993b:C-1)

As previously mentioned, BRAC Commission is required to hold public hearings on the Secretary of Defense's base closure and realignment recommendations and on any changes that the Commission itself wants to make to the recommendations. By 1 July, the BRAC Commission must submit its recommendations to the President. A recent *New York Times* article discussed the influence of the BRAC 1995 recommendations: "Given the immense pressure on the Government to scale back the Pentagon's operations, the panel's decisions are effectively the last word in the process" (Steinberg, 1995:sec. A8). Despite the public pressure, which has been evident in all the BRAC closure rounds, the President has until 15 July to approve or disapprove the BRAC Commission's recommendations. If approved, the President forwards the recommendations to the Congress which has 45 legislative days to reject the recommendations, in their entirety, by way of a joint resolution of disapproval or the recommendations automatically become law. If the President disapproves the recommendations, an explanation for the disapproval must be sent to the BRAC Commission and Congress.

The base closure and realignment process is designed to be impartial in its decision making and effective in its results. The impartiality of the closure and realignment process has been discussed. The effectiveness of the closure and realignment is judged solely by the projected savings that each base closure or realignment is touted to save. The following section is a brief summation of projected savings from the base closure and realignment process.

President Clinton's Five Point Program. President Clinton, as a former governor who had been on the "other side" of a base closure, vowed to make the closure process less traumatic for the local communities that had helped to "win the Cold War" by accelerating the closure process facilitating a more rapid economic recovery. On 2 July 1993, President Clinton announced his "Five-Part Plan" which consists of the following points:

1. Jobs-centered property disposal that puts local economic redevelopment first.
2. Fast-track environmental cleanup that removes needless delays while protecting human health and the environment.
3. Transition coordinators at a major bases slated for closure.
4. Easy access to transition and redevelopment help for workers and communities.
5. Larger economic development planning grants to base closure communities.  
(Federal Register, 1994a:16123)

The Congress endorsed the President's Five-Part Plan by enacting Title XXIX of Public Law 103-160, Base Closure Communities Assistance, which is commonly referred to as the "Pryor Amendment" (Federal Register, 1994a:16123).

DoD Interim Final Rule. Section 2903 of the National Defense Authorization Act for Fiscal Year 1994 required the Secretary of Defense to provide interpretive guidance to the base closure and reuse process as written in Title XXIX of Public Law 103-160. This interpretative guidance established policy and procedure, assigned

responsibilities, and delegated authority under the President's Five-Part Plan (Federal Register, 1994a:16123). Under Public Law 103-160, the DoD was required to accomplish various acts by 30 May 1994. The 30 May 1994 deadline did not allow enough time for the DoD to issue a final regulation. On 6 April 1994, the DoD issued an interim final rule entitled Revitalizing Base Closure Communities and Community Assistance regulation that established DoD policies and procedures pertaining to the real and personal property disposal process at closing and realigning military installations. The interim final rule was amended in 26 October 1994 to modify the Economic Development Conveyance (EDC) procedures.

DoD Final Rule. On 20 July 1995, the DoD issued a final rule amending the DoD's Revitalizing Base Closure Communities and Community Assistance regulation. The DoD's final rule attempts to respond to criticisms of the interim final rule by incorporating changes in the screening, leasing, and maintaining of real property and in the disposing of personal property. Two substantial final rule changes are worth noting.

A major change in the real property screening process is that bases subject to the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 are exempted from the homeless screening process required by the McKinney Act. Significant changes have also been made in the interim leasing process such that

the term of a lease may be for up to five years, including options to renew, when it is entered into prior to completion of final disposal decisions under the National Environmental Policy Act (NEPA) process. DoD also specified that the term of lease entered into after completion of the final disposal decisions under the NEPA process (a lease in furtherance of conveyance) may be longer than five years. In addition, the Military Departments have historically included a termination-at-will clause in lease documents that would allow the Military Department to terminate the lease if the property was ever needed for military purposes. This practice is no longer required. (*Federal Register*, 1995b:37339)

In addition to the final rule changes, the DoD has attempted to address an overall concern mentioned about the lack of guidance in implementing the interim final rule. To

provide details and examples of how the final rule will be implemented, the final rule is accompanied by a DoD *Base Reuse Implementation Manual*.

Projected Savings of Closures and Realignments. With the recent and dramatic changes in the base closure law since 1990 accomplished primarily to capitalize on the "peace dividend," a method of measuring the successful implementation of the new law is to examine the number of closures and realignments and projected savings. In 1991 a total of 34 bases were selected for closure and 48 bases selected for realignment. "These closures and realignments are projected to save in Fiscal Year 1992-97 net savings of approximately \$2.3 billion after one-time costs of \$4.1 billion" (DBRC, 1991a:vii). The projected annual savings from these actions will be approximately \$1.5 billion. In 1993 a total of 130 bases were selected for closure and 45 bases selected for realignment. "These closures and realignments are projected to save in Fiscal Year 1994-99 net savings of approximately \$3.8 billion after one time costs of approximately \$7.43 billion" (DBCRC, 1993b:viii). The projected annual savings from these actions will be approximately \$2.33 billion.

A total of 70 major bases have been selected for closure in the 1988 (12), 1991 (25) and 1993 (33) closure rounds. According to Mr. Robert Bayer, Assistant Secretary of Defense, Economic Reinvestment & Base Realignment and Closure, who testified before the Senate Subcommittee on Military Readiness and Defense Infrastructure on 4 May 1994,

These closures and realignments will result in the elimination of approximately 150,000 civilian and military positions and are expected to save about \$1.3 billion during their implementation. The \$1.3 billion in savings takes into account approximately \$4 billion in environmental restoration costs which will be incurred during closure implementation. . . . By the time all announced closures have been completed, they will generate annual savings of about \$4.6 billion each year. (Bayer, 1994)

Mr. Bayer's annual savings figure of \$4.6 billion was partially based on a DoD property sales revenue projection of \$4.1 billion from the 1988 and 1991 base closures and realignments. The DoD, after Mr. Bayer's testimony, reduced the \$4.1 billion projection to \$1.2 billion.

The DoD projected annual savings to be realized from base closures and realignments is a number that continues to be debated. According to an October 1994 study conducted by the Business Executives for National Security (BENS), a private Washington-based organization that seeks to reduce spending and eliminate waste in the DoD, the reduction of the military infrastructure is not occurring as is being directed by the BRAC commissions due to the reopening of several "closed" bases. Of the 67 bases that were identified for closure in 1988, over one-third never closed or reopened with a new name or function (Cunningham and Pages, 1994:9). The study cites several impacts of allowing bases to reopen: loss of potential cost savings in excess of \$15 billion over the next five years, loss of faith in the base closure process, and loss of potential revenue and economic development opportunities for local communities (Cunningham and Pages, 1994:20). The BENS study points out that not all communities welcome the relocation of other federal agencies to closing bases and that communities can actually be hurt by the relocation in two ways:

First, reopening adversely affects the local economy since the reopened base almost always employs fewer people. It also blocks the community from considering alternative redevelopment plans that might generate even more jobs and economic growth. Second, by retaining control over closed bases, Washington may provide many communities with false hope. Communities are less likely to plan for civilian redevelopment if they believe they can retain or attract federal jobs. A minority of those communities are successful, and even the winners could fall victim to future budget reductions (Cunningham and Pages, 1994:43).

In a November 1994 Government Accounting Office (GAO) report, it was discovered that the primary reason for the DoD's reduced property sales revenue projection of \$1.2

was that 88 percent of the property that had been projected to be sold was instead "transferred at no cost to other federal agencies and state and local jurisdictions (GAO, 1994:5). The GAO's findings did not validate the BENS study's financial figures, but, more importantly, did substantiate the BENS study's main notion that closed base property remaining in federal possession has reduced the amount of potential savings that the federal government will realize.

With the laws and procedures governing the base closure and reuse efforts continuing to change, which directly impact the costs and savings of base closures and realignments, ascertaining the "peace dividend" resulting from the 1988, 1991, and 1993, not to mention the 1995 BRAC actions, may be difficult.

### **Federal Agencies Involved in Base Closure**

The federal laws, regulations, and rules concerning base closure and economic reuse establish an important framework for the federal government in its dealings with the local communities affected by base closures. Of even greater importance to the local communities are the federal agencies and offices that actually implement the federal government's base closure and economic reuse programs and policies.

**Key Federal Agencies.** According to the two previous research studies upon which this effort is based, three main federal agencies directly interface with all local communities affected by an Air force base closure in the initial stages of the closure process. These federal agencies are the Office of Economic Adjustment (OEA), Base Transition Office (BTO), and the Air Force Base Conversion Agency (AFBCA) (Eshbach and Hall, 1994:32-42; Cliatt and Stanley, 1994:38).

The OEA was created by the DoD in 1961 as part of the Defense Economic Adjustment Program to assist communities impacted by DoD budget and basing decisions. In 1970, the President's Economic Adjustment Committee (EAC) was created, and the

OEA was appointed as the permanent EAC staff (OEA, 1990b:1). The EAC is a DoD committee comprised of representatives from 23 Federal departments and agencies. It interacts with state, federal, and local agencies to redevelop affected communities based on the assets of the closed bases (OEA, 1993a:5). As the EAC's permanent staff, the OEA has and remains the DoD's focal point for base closure and reuse issues. The OEA provides expert planning advice, in the form of manuals and consultation, and administers a reuse planning grant program purely to assist communities with their base reuse efforts. The OEA assigns regional representatives to carry out its functions.

The BTO was created by President Clinton in July 1993 and is a vital part of the President's Five-Part Plan. The BTO assists the DoD Executive Agent for Base Closure Transition. The BTO's mission is to "support the Administration's program for revitalizing military base closure communities" (BTO, 1993:1). The BTO assigns a Base Transition Coordinator (BTC) to each closure base to act as a single, federal point of contact for the community and base in order to cut through red tape and to be a community advocate who fosters community interaction with other federal agencies on reinvestment and redevelopment matters (Streicher, 1993:13).

The AFBCA was created by the Secretary of the Air Force in November 1991 to oversee environmental remediation, property care and maintenance, and real and personal property disposal for Air Force bases in the United States affected by the actions of the 1988, 1991, 1993, and 1995 base closure rounds. The AFBCA is headquartered at Arlington, Virginia and is a field operating agency of the Office of the Secretary of the Air Force attached to the Office of the Assistant Secretary of the Air Force for Manpower, Reserve Affairs, Installations, and Environment. Prior to November 1993, the AFBCA was known as the Air Force Base Disposal Agency, but the agency's name was changed to emphasize its focus on assisting communities reuse closing bases. The AFBCA mission is to "achieve timely, beneficial disposal of closed Air Force installations in an

economically responsible manner consistent with the best interests of the Federal Government and the public" (Kempster, 1994). An important aspect of the AFBCA's mission is that it shares disposal responsibilities with the owning Major Air command (MAJCOM) until the closure date. After the closure date, ownership of the base is transferred from the MAJCOM to the AFBCA for final disposition. The AFBCA assigns a site manager to each closure base to accomplish the AFBCA's mission.

As the local community progresses in the base closure process to the finalization of a reuse plan, the OEA, BTO, and AFBCA continue to assist the community in its reuse effort with the addition of another federal agency, the Economic Development Administration (EDA).

Economic Development Administration. The EDA, in the Department of Commerce, becomes a potentially important player in the local communities base reuse efforts after the community has completed its base reuse plan and is ready to begin plan implementation. As of May 1994, the EDA has provided approximately \$43.1 million to local communities in grants (GAO, 1994:12).

The EDA was created by the Public Works and Economic Development Act of 1965. EDA's main responsibility was the financing public works projects for economic development. EDA is headquartered in Washington DC with seven geographically-oriented regional offices located throughout the country. Figure 2-1 depicts the organizational structure of the EDA. Reporting to the EDA regional offices are the state representatives. The majority of states are supported by a single EDA representative, but some larger states are supported by two or more representatives, while smaller states may share a single representative. The EDA state representatives interact directly with the local communities to assist the community apply for an EDA grant.

In 1975 the 1965 Act was amended to include the Economic Adjustment Assistance Program (Title IX), which increased EDA's responsibilities by assisting communities

affected by sudden and severe economic dislocations. Current funding levels for Title IX grants are substantial. Funds in the amount of \$120 million are available for the Economic Adjustment program in Fiscal Year 1995. Grants awarded under this program generally range between \$25,000 and \$5 million (*Federal Register*, 1995:13879).

The purpose of the Economic Adjustment Assistance (Title IX) Program is

to help States and local areas design and implement strategies for facilitating adjustment to changes in their economic situation that are causing or threaten to cause serious structural damage to the underlying economic base. Such changes may occur suddenly or over time, and result from, for example, industrial or corporate restructuring, new Federal laws or requirements, reductions in defense expenditures, depletion of natural resources and natural disasters.

(*Programs of the EDA*, Undated)

Five types of EDA grants are used to implement the Economic Adjustment Assistance Program: planning (not to duplicate the OEA planning grants), technical assistance (business development, capacity building), construction/public works, revolving loan funds (business loans), and training (not to duplicate the Department of Labor or Education programs) (*Assistance of Communities*, undated). The construction grant is most often dispensed to local communities and accounts for over 65 percent of all Title IX grants.

Receiving an EDA Title IX grant requires considerable effort and patience on the local community's part. After the base reuse plan has been completed, the local community makes its first contact with the EDA at the state representative level. This representative will advise the community as to their eligibility for a Title IX grant. With technical assistance from the EDA state representative, the community then drafts and submits a proposal to the EDA regional office to determine the community's eligibility. The EDA regional office utilizes two criteria in its evaluation of the community's eligibility:

1. have experienced, or be anticipating, a change in the economic situation resulting in the loss of a significant number of permanent jobs relative to the area's employed labor force and/or in other severe economic impacts, or

**U.S. Department of Commerce  
Economic Development Administration**

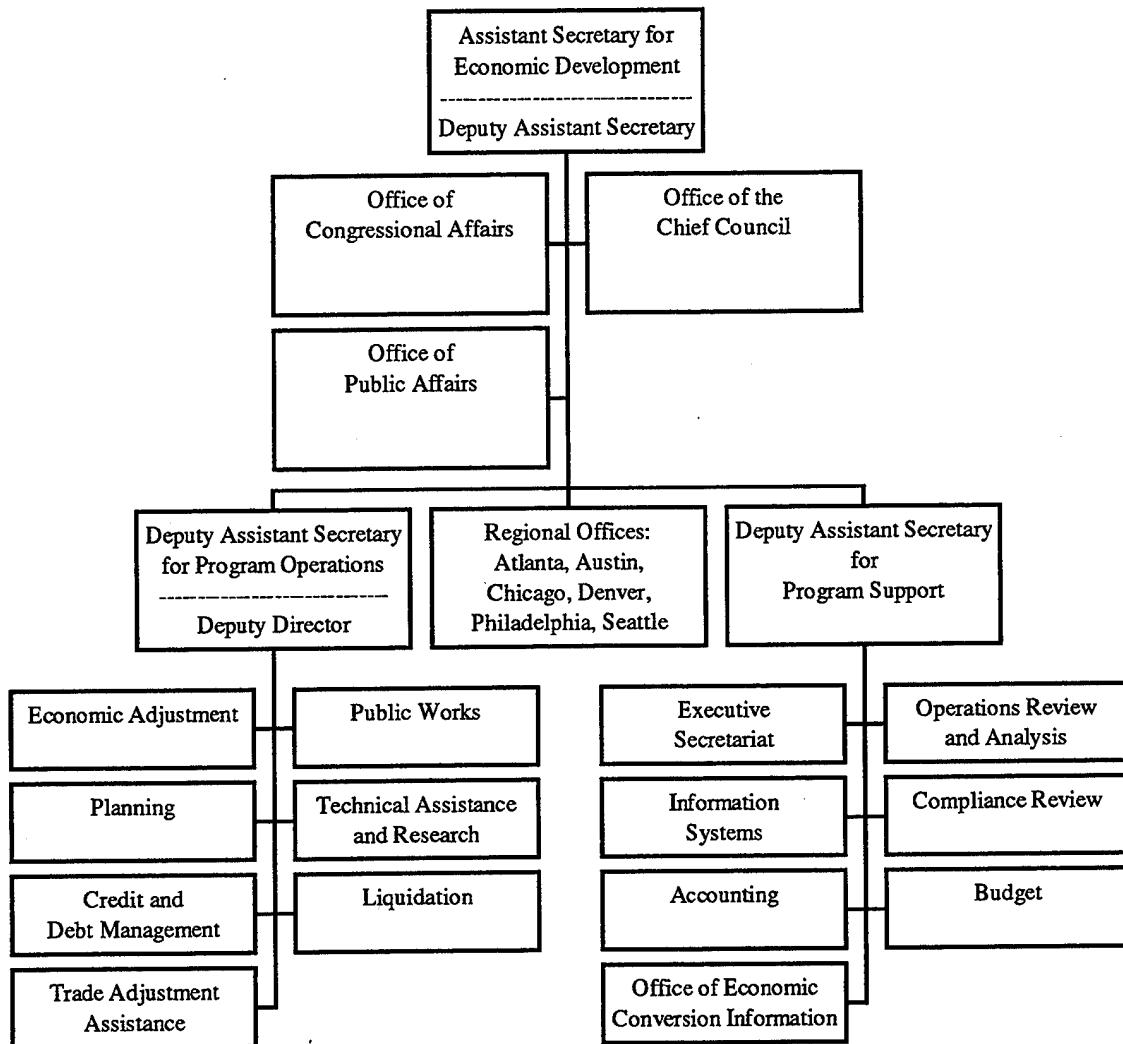


Figure 2-1. Economic Development Agency

2. manifest at least three symptoms of economic deterioration: very high unemployment, low per capita income, or failure to keep pace with national economic growth trends over the last five years. (*Programs of the EDA*, Undated)

Despite the EDA regional office's findings, the local community is entitled to apply for a grant. However, the likelihood of an eligible community receiving a grant are greater than an ineligible community due in part to the fact that the same EDA regional office also

selects the communities that will receive grants. Once the community has applied for the grant, the selection process begins.

Selection for an EDA grant under Title IX takes place at the EDA regional office and is based on several key factors, including the severity of the adjustment problem, the quality and potential effectiveness of the adjustment strategy (for implementation investments), and the extent to which the proposed activities will contribute to facilitating private sector investment in the types of enterprises and industry sectors that will strengthen the economic base of the area (*Programs of the EDA*, Undated).

In the past the EDA has been criticized for being too bureaucratic in its administration of grant programs. Specifically, the 1992 Defense Conversion Commission recommended that the EDA, to improve its assistance to local communities experiencing a base closure, "should reduce its historical emphasis on funding public works projects and speed its review of proposals" (RDDC, 1992:48). In response to the Commission's findings, EDA changed the grant approval authority to the regional offices in an effort to reduce the approval process which averaged six to eight months.

The current grant approval processing time is four months (Witschi, 1995). Mr. David Witschi, Director of Economic Adjustment, EDA stated that EDA's grant approval goal is 60 days, but that the grant approval process depends mainly on the grant acceptance policy of each regional office and the quality and detail of the community's proposal (Witschi, 1995). Each regional office establishes its own grant acceptance policy. Some regional offices require more information from local communities in their grant proposal than others (Witschi, 1995). The most effective action that a local community can take to reduce the EDA grant approval processing time is to develop a specific reuse plan based upon detailed studies.

The 104th Congress, as part of a Republican effort to reduce the size of the federal government, is proposing to do away with the Department of Commerce which may result

in the elimination of EDA. In a 27 June 1995 telephone interview, Mr. Witschi stated that EDA would most likely be reduced from a \$400 million to a \$200 million per year agency in the Fiscal Year 1996 budget and that the agency would remain in existence even if the Department of Commerce is eliminated (Witschi, 1995). Mr. Witschi supported his position by pointing out that, with the 1995 BRAC's emphasis during the first day of its hearings on federal assistance to communities affected by base closures, the federal government currently wants to demonstrate its resolve in assisting the communities affected by the 1995 BRAC closure recommendations (Witschi, 1995). Even if the EDA is eliminated, the \$120 million appropriated in Fiscal Year 1995 for the Title IX program will still be obligated to previously selected communities for five years.

### **Additional Federal Assistance to Local Communities**

The local community desires an expeditious transfer of the base from the federal government to the Local Redevelopment Authority (LRA) to nullify, to the greatest extent possible, the economic impact of the base closure. The federal government, in addition to the formulation of new laws and the creation of new federal agencies and programs, has attempted to respond to the local communities' desires by providing additional assistance in the form of

- (1) cash grants;
- (2) marketable revenue-producing properties, such as golf courses and housing units, to help pay for reuse activities; and
- (3) funds for upgrading buildings and infrastructure. (GAO, 1994:12)

Cash Grants. Depending upon the characteristics of the military base and the civilian uses the local community wants to convert the base to, the federal government will provide the community with cash grants from various agencies. These agencies include

the OEA, the Federal Aviation Administration (FAA), the EDA, and the Department of Labor.

The OEA provides grants to local communities during the planning phase to develop and implement base reuse plans. The amounts of the planning grants range from \$100,000 to \$3 million and are typically funded over a five year period (Barton, 1995). If the local community wants to convert a military airfield into a civilian airport, the FAA may provide grants for airport planning and improvements. The EDA may provide a construction or other type of Title IX grant for infrastructure improvements to integrate the base into the local community. The Department of Labor will provide grants for job training and placement programs to eligible communities.

Revenue-Generating Property. “Communities are also asking DoD to provide property that can easily generate revenue to support reuse activities unrelated to the property” (GAO, 1994:13). Common areas of a base that communities use to “jump start” their reuse plans include golf courses, bowling alleys, and base housing.

The federal government’s main method of providing revenue generating property to local communities is the Economic Development Conveyance (EDC). An EDC is “a new process for transferring real property to a Local Redevelopment Authority (LRA) to help spur local economic development and job creation” (SECDEF Memo, 18 Oct 1994). An EDC will be used by the federal government only in instances where the local community cannot afford to pay fair market value for the base property at the time of transfer. The intended purpose of an EDC is that “the income received from some of the higher value property should be used to offset the maintenance and marketing costs of the less desirable parcels” (SECDEF Memo, 18 Oct 1994). EDC revenue is apportioned between the local community and the federal government, “generally 60 percent for the community and 40 percent for the government” (GAO, 1994:11).

The Secretary of the owning military department is the approval authority for EDCs.

The Secretary utilizes the following criteria to determine the approval of the EDC:

- Adverse economic impact of closure on the region and potential for economic recovery after an EDC.
- Extent of short- and long-term job generation.
- Consistency with the overall Redevelopment Plan.
- Financial feasibility of the development, including market analysis and the need and extent of proposed infrastructure investment.
- Extent of State and local investment and level of risk incurred.
- Current local and regional real estate market conditions.
- Incorporation of other Federal agency interests and concerns, and applicability of, and conflicts with, other Federal property disposal authorities.
- Relationship to the overall Military Department disposal plan for the installation.
- Economic benefit to the Federal Government, including protection and maintenance cost savings and anticipated consideration from the transfer.
- Compliance with applicable Federal, State, and local laws and regulations.

(SECDEF Memo, 18 Oct 1994)

The EDC is a prevalent method of transferring property. The GAO discovered that 10 of the 37 bases studied from the 1988 and 1991 closure lists are including in their base reuse plans requests for the transfer of approximately 19,500 acres of federally-controlled property to the local community under the EDC program (GAO, 1994:11).

Funds for Upgrading Buildings and Infrastructure. The GAO found in its 1994 review of base reuse plans for selected 1988 and 1991 BRAC closure bases that “local reuse authorities are seeking federal funds to renovate buildings, upgrade utility systems, construct roads, or improve other infrastructure for properties being conveyed” (GAO, 1994:13). The local communities are turning to the owning military department

and EDA for funds to improve a closing base's infrastructure. Depending upon the EDA's and the military departments' funding levels and the local community's penury, the federal government agencies may assist the local community with infrastructure improvements instead of turning over the base in an "as is condition."

The military department uses its own operations and maintenance funds to help finance the needed renovations. An example of an owning military department funding infrastructure renovations to facilitate the community's reuse plan is the Army's involvement at Fort Ord, California. The Monterey Bay community plans to create a residential campus of California State University, and the Army has used its own funds, \$15 million, to assist the community in its reuse efforts (GAO, 1994:13).

The EDA may also provide grants to local communities in the form of a Title IX construction grant from EDA's own funds or from DoD funds. An example of the DoD funding an EDA Title IX grant provided to a local community for infrastructure improvements is Castle Air Force Base, California. The DoD provided \$3.5 million in the form of an EDA grant to connect the base with the municipal sewer system (GAO, 1994:14).

### **Stages of the Local Community's Base Reuse Process**

In a complex undertaking, such as a base reuse, three steps must be taken to ensure success: organize, plan, implement. The local community must understand these steps to effectively manage the reuse process and to successfully rebuild the local economy (OEA, 1993b:1).

Organize. One of the most crucial stages of the base closure process for the local community is that of organizing and establishing a single community focal point to represent the community during the closure process (*Federal Register*, 1994a:16130). This local organization is referred to as the Local Redevelopment Authority (LRA). The

LRA is the community's spokesperson in dealing with all state and federal agencies concerning base closure issues. The LRA is also the forum where citizens of the local community can voice their opinions about the future of the base. And finally, the LRA is responsible for formulating the base reuse plan.

Plan. Once an LRA has been formed, the planning phase of the base closure process begins. The planning process enables the local community to better understand its current situation and future prospects in light of the base closure. The benefits of the planning phase were pointed out in a recent thesis, *A Study of the Domestic Base Closure Process: From the 1980's to the Present*, stating that, "The planning phase allows the community organization to identify what the impacts are, where the opportunities exist and what needs can be met" (Cassidy, 1992:39).

The federal government relies heavily on the local community's reuse plan in determining the final disposition of the base property and assets. A November 1994 GAO report, *Military Bases: Reuse Plans for Selected Bases Closed in 1988 and 1991*, stated that, "DoD has the discretion to determine what the highest and best use for the property is and relies heavily on local reuse plans to make this determination" (GAO, 1994:14). An excellent example of this reliance is that "the local redevelopment plan will generally be used as the proposed action conducting environmental analyses required by the National Environmental Policy Act of 1969 (NEPA)" (*Federal Register*, 1994a:16130).

A trend has become evident in the amount of time local communities use to formulate base reuse plans. The communities affected by the 1988 base closure round averaged two and a half years in the formulation of a base reuse plan, but, in less than one year, half of the communities affected by the 1993 base closure round have developed base reuse plans (Bacon, 1995). If the community is able to develop a reuse plan either before or during the Environmental Impact Statement (EIS), then the federal government can analyze the effects of the reuse plan on the local community's environment. The inclusion of the reuse

plan in the environmental evaluation ensures that the EIS is adequate and guards against any lawsuits that may question the validity of the EIS (Gsottschneider, 1994:30).

The importance of the development of the base reuse plan cannot be overstated. David J. Platt, in his research for the 1992 Defense Conversion Commission Report, *Adjusting to the Drawdown*, stated that, "Surplus base facilities often represent the largest single block of land resources available to a community for many years. Few communities have the opportunity to plan properly; therefore the community should focus on the formulation of a base reuse plan for the surplus facility" (Platt, 1993:10).

Implement. After a base reuse plan has been written and adopted by the local community, the LRA must then implement the plan. Plan implementation requires the local community to determine and, if necessary, acquire the proper resources needed to execute the plan. The LRA's primary responsibilities, once prepared to accomplish the plan are, "to coordinate and expedite the reuse process while monitoring its progress" (Cassidy, 1992:39).

## **Summary**

This chapter provided an overview of the current base closure law, the federal agencies and programs involved in base closure, and a local community's approach to base reuse. A theme involving the federal government and the base closure and reuse legislation is clearly evident in the evolution of the base closure process since 1988. That theme is one of a genuine desire by the federal government to expedite the base closure and reuse process in order to lessen the economic impact on local communities.

The coverage of these topics in the literature review provides the necessary background information needed to develop the awareness and understanding of the importance and relevance of this research. Also, the case study of Gentile AFS is an

excellent method of measuring the effectiveness of the federal government's efforts to improve the process.

### **III. Methodology**

#### **Introduction**

This chapter discusses the methodology used to conduct this research project. First, it explains the research design. Second, it describes and justifies the use of the single case method to study the area of the research design. Third, it describes the population of interest, the research instruments, and the reported information.

#### **Research Design**

To proceed with the study of the roles and activities of the previously defined federal and local key players in the base closure and reuse process and to determine if other key players enter into the process as it progresses, the case study of the Gentile AFS base closure proceedings was continued to collect data and gain the necessary insight pertaining to the key players and the base closure and reuse process. This longitudinal approach to a case study allows a greater understanding of "the growth and change of an individual or group over a period of years" (Webster, 1983:704). Once the essential insight is gained, an additional, important perspective is developed regarding the differences between the key federal agencies' stated purposes and their actual actions during the formulation of the local community's base reuse plan.

**Embedded Case Study Research Design.** An embedded case study research design was utilized to determine if the roles and activities of the key players, as defined by the two previous research teams during the organizational phase of the base closure and reuse process, remain constant during the planning phase of the base closure and reuse process.

In *A Case for the Case Study*, Feagin and others convincingly argue that case studies permit researchers to discover complex sets of decisions and to recount the effect of

decisions over time (Feagin and others, 1991:10). The decisions involved in closing and reusing a base are complex and require a great deal of time to fully comprehend their impact on a local community. Feagin and others also state that case studies "can provide a full sense of actors' motives that result in specific decisions and events" (Feagin and others, 1991:10). According to Robert Yin, case study research is appropriate "when the investigator has little control over events, and when the focus is on a contemporary phenomenon within some real life context" (Yin, 1989:13). Additionally, Yin states that the case study method may be used in the following types of research:

1. Policy, political science, and public administration research
2. Community psychology and sociology
3. Organizational and management studies
4. City and regional planning research, such as studies of plans, neighborhoods, or public agencies. (Yin, 1989:13)

The study of how the federal government affects the local community's base reuse efforts during the planning phase of the base closure and reuse process is included in all of these research types.

An embedded case study is type of single-case study which involves more than one unit of analysis (Yin, 1989:49). Yin also mentions three rationales for a single-case design: critical case, extreme or unique case, or revelatory case (Yin, 1989:46-49). To justify the use of the single-case study in this research, the critical case rationale is cited. Yin explains the critical case rationale as

testing a well-formulated theory which has specified a clear set of propositions as well as the circumstances within which the propositions are believed to be true. To confirm, challenge, or extend the theory, there may exist a single case, meeting all of the conditions for testing the theory. The single case can then be used to determine whether a theory's propositions are correct, or whether some alternative set of explanations might be more relevant. (Yin, 1989:47)

The continuation of research, utilizing a single-case design, at the same location, Gentile AFS, Kettering, OH, during the base closure and reuse process is verifying the previous research teams' conclusions and is substantiated under the critical case rationale.

## **Population**

The population of interest consists of the mayor of the city, the city manager, the city's reuse coordinator, individuals serving on the reuse committee, and members of the following agencies: Environmental Protection Agency (state and federal), Office of Economic Adjustment, the Base Transition Office, the Economic Development Agency (state and federal), and the Air Force Base Conversion Agency.

## **Research Instruments**

The data are being collected through the use of two research instruments: unstructured, in-depth interviewing and participant observation. The first research instrument, unstructured or in-depth interviewing, is a technique frequently used in qualitative research. According to Marshall and Rossman, qualitative in-depth interviews are "more like conversations than formal, structured interviews" (Marshall and Rossman, 1989:82). Ghauri and others also point out that in unstructured interviews "the respondent is given almost full liberty to discuss reactions, opinions and behavior on a particular issue. The interviewer is there just to give lead questions and to record the responses in order later to understand 'how' and 'why'" (Ghauri and others, 1995:64). In-depth interviewing has enabled an assessment of the viewpoints of the various organizations involved in the Gentile AFS closure and reuse process.

The second research instrument, direct observation, is referred to by Marshall and Rossman as participant observation (Marshall and Rossman, 1989:81-82). The participants who were being observed were aware of why they were being observed and who was conducting the observation. An advantage of open and direct observation, as

stated by Ghauri and others, is that a researcher has access to what truly takes place instead of what is reported to have transpired (Ghauri and others, 1995:58). All Gentile AFS Reuse Committee meetings were attended, as well as other city and community meetings where base closure and reuse issues were discussed, and participants were observed in their everyday work environment.

### **Reported Information**

The data gathered from these research instruments, supplemented with information from current documents and archival records, will be used to develop answers to the investigative questions and to determine if the federal government's efforts are beneficial to the local community. The answers to the investigative questions will be written as recommendations that are intended to provide the key players' with a greater understanding of how their actions effect the base closure and reuse process. It is hoped that this heightened awareness will lead to improvements in the overall base closure and reuse process.

## **IV. A Case Study: The Civilian Reuse of Gentile AFS**

### **Introduction**

This chapter discusses the information gathered during the case study of the planning phase of the closure and reuse process at Gentile AFS. First, it describes the base's history, location, facilities, and personnel. Second, it presents a timeline of significant events which have transpired during the first two years of the closure and reuse process. Third, it describes the base reuse planning process at Gentile AFS. Fourth, based on the researcher's observations and in-depth interviews, several subject areas, representing important areas of concern in the base closure and reuse process, are discussed. Finally, each federal key agency is examined from the local community's perspective.

The key federal agencies will be discussed in this chapter from three different perspectives. First, the federal agencies will be discussed in context of their roles in the formulation of the Gentile AFS reuse plan. Second, the federal agencies will be considered in terms of their involvement in three significant areas of the base closure and reuse process. Third, the federal agencies and their overall performance to date in the closure and reuse of Gentile AFS is assessed by local community officials. The emphasis given to the key federal agencies is warranted due to the important roles they play, as federal policy implementation experts, in determining the success or failure of the base closure and reuse effort.

**Method of Conducting Case Study.** The study was conducted over a time period of approximately 12 months, from July 1994, when the previous research teams discontinued their research, to July 1995. The majority of the case study was conducted through a series of in-depth interviews of the key players involved in the base closure and

reuse process at Gentile AFS. All of the local community's reuse committee meetings and other important meetings concerning the closure and reuse of Gentile AFS were attended. Attendance at these meetings enabled the researcher to take advantage of direct observation and gain valuable first-hand experience of the base closure and reuse process. Additionally, local media coverage was monitored.

### **Background of Gentile AFS**

History. In 1943, the Army Signal Corps constructed a storage site for its airborne radio equipment on the current Gentile AFS location. The site was completed and dedicated in late 1944. In 1945, when Signal Corps functions were integrated into the Army Air Force, the installation was known as the 862d Army Air Force Specialized Depot.

In 1947 the installation became an Air Force activity under the jurisdiction of the Air Force Logistics Command (AFLC). In 1951 the installation was named Gentile Air Force Depot in honor of Major Don S. Gentile, a native of Piqua, Ohio and a World War II ace, who died on active duty during a training mission in 1951. In 1955 the Air Force Logistics Command renamed its organizations and installations. As a result of this renaming, Gentile Air Force Depot was designated Dayton Air Force Depot and the installation Gentile Air Force Station (AFS).

On 1 January 1962 the Defense Electronic Supply Center (DESC) was established at Gentile AFS, and the functions of the Dayton Air Force Depot were transferred to other AFLC locations. In July 1962 DESC was officially activated at Gentile AFS as a unit of the Defense Supply Agency (DSA). In 1977 the DSA became the Defense Logistics Agency (DLA). Gentile AFS is currently owned by the Air Force and acts as a host to the DLA.

In June 1993 the Base Closure and Realignment Committee (BRAC) recommended the closure of Gentile AFS and the relocation of DESC to the Defense Construction Supply Center in Columbus, Ohio. The BRAC recommendation was approved by Congress on 20 September 1993.

Location. Gentile AFS is located in the city of Kettering, Ohio and is part of the Dayton-Springfield Ohio Metropolitan Statistical Area. The base is encompassed by housing and retail areas, with direct access to a major surface street, Wilmington Pike. The base is approximately 20 miles south of the Dayton International Airport and 9 miles southwest of Wright-Patterson AFB. Gentile AFS does not have direct access to a rail or interstate highway system.

Facilities. Gentile AFS consists of 165 acres and 41 buildings. The facilities include 96,000 square feet of computer rooms, 773,000 square feet of office space, and 959,000 square feet of warehouse space. There are no aviation facilities located at Gentile AFS. There is only one permanent family housing unit, the Gentile AFS Commander's quarters, built in 1845. The base offers several amenities including a health club, NCO Club, Officer's Club, swimming pool, restaurant, tennis court, softball field, and a child care center.

The majority of the Gentile AFS facilities were constructed during the 1940s and 1950s. In 1986 an extensive, base-wide interior and exterior renovation effort, totaling \$17 million, was started that included asbestos removal, electrical rewiring, carpeting, painting, new roofs, and the removal and replacement of underground storage tanks. Despite the massive renovation effort, the inefficient, central coal-burning steam plant was left in place and remains the heating source for the majority of the facilities at Gentile AFS.

Personnel. 38 tenants are located at Gentile AFS, with DESC by far the largest tenant employing over 75 percent of all Gentile AFS employees. Approximately 99

percent of the 2,463 employees are civil servants employed by the federal government. Career fields include contract administrators, engineers, buyers, clerks, secretaries, and technicians.

### **Summary of Gentile AFS Base Closure Events**

The dates provide an essential historical framework and reference points to better understand the events that have transpired at Gentile AFS since the 1993 base closure announcement of Gentile AFS.

2 July 1993. The 1993 Base Closure and Realignment Commission approves the DLA recommendation to close Gentile AFS and move DESC to Columbus, Ohio. No relocation destination is announced for the other 37 tenants on the base.

16 July 1993. Mr. Dan Dollarhide is appointed BTC.

September 1993. DESC Reuse Committee is organized. See Appendix A for list of committee members and their titles.

27 September 1993. Congress approves the 1993 base closure list, including the closure of Gentile AFS.

13 October 1993. The first planning grant application to fund the hiring of a DESC Reuse coordinator and staff is sent to the OEA.

6 December 1993. The grant is approved in the amount of \$219,442. The grant agreement states that the City of Kettering will “undertake community economic adjustment as described in the Application for Federal Assistance, at the cost of \$219,442, which consists of \$68,345 from local contribution and \$151,097 from the Grantor (OEA)” (OEA, 1993a:1).

December 1993. Work begins on the Environmental Baseline Survey (EBS) for Gentile AFS.

16 February - 15 March 1994. Federal screening for potential use of Gentile AFS by other agencies.

7 March 1994. Mr. Larry Leese is hired as the DESC Reuse Coordinator.

10 March 1994. In accordance with the McKinney Act, the Air Force Base Conversion Agency conducts an outreach seminar and tour of land and buildings that will be available upon closure of Gentile AFS to support agencies for homeless individuals.

28 March 1994. Mr. Paul Rizzo is appointed AFBCA Site Manager.

29 March 1994. DESC Reuse Committee is formalized, becomes a legal entity for OEA activities.

15 April 1994. Request for Proposal to develop Gentile Station Reuse plan issued. Seven proposals received.

3 May 1994. Defense Finance and Accounting Service (DFAS) announces its intention to activate a regional military finance center on a portion of Gentile AFS.

May 1994. Preliminary Assessment and site Investigation (PA/SI) is completed through the Air Force Center for Environmental Excellence (AFCEE). The PA/SI is the first step in the base realignment and closure cleanup plan.

6 June 1994. McKinney Act screening begins.

7 June 1994. The City of Kettering receives a \$69,000 economic development grant from Montgomery County, OH.

17 June 1994. The DESC Reuse Committee selects Woolpert/Pathfinders as the base reuse plan contractor to develop a Gentile AFS reuse plan.

12 July 1994. OEA planning grant increased by \$204,000 to cover reuse plan contractor's fee.

27 July 1994. AFBCA notifies the City of Kettering that, after the McKinney Act screening process and a facilities review by all other federal agencies, DFAS is the only federal agency that declares a facility requirement.

14 September 1994. AFCEE holds a public environmental scoping meeting to ensure that the public is aware of the environmental issues involved in the closing and reuse of Gentile AFS.

21 September 1994. Environmental baseline survey, conducted to determine the level of environmental contamination at Gentile AFS, completed by the AFBCA.

20 October 1994. Base reuse plan contractor holds a public forum to solicit input from the local community concerning the future reuse of Gentile AFS.

22 November 1994. Restoration Advisory Board meeting is held and environmental process is reported to the community to be proceeding on schedule.

17 January 1995. Base reuse plan contractor presents a draft Gentile AFS reuse plan to the DESC Reuse Committee.

10 February 1995. The second year planning grant request, \$297,560, is submitted to the OEA.

28 February 1995. First interim lease is finalized with the Montgomery County Board of Mental Retardation.

6 March 1995. City of Kettering Planning Commission approves the Gentile AFS reuse plan.

7 March 1995. City of Kettering City Council approves the Gentile AFS reuse plan.

31 March 1995. The OEA approves the second year planning grant request for \$297,560.

1 April 1995. City of Kettering requests a \$63,000 matching grant through the Montgomery County Economic Development-General Equity Program (ED/GE).

May 1995. The Montgomery County ED/GE grant of \$63,000 matching funds is approved.

24 July 1995. A Title IX construction grant request, \$6,400,000, for infrastructure improvements at Gentile AFS is submitted to the EDA

15 August 1995. City of Kettering submitted the Economic Development Conveyance (EDC) to the Secretary of the Air Force.

### **Projected Dates**

January 1996. Air Force completes the Environmental Impact Statement.

April 1996. Secretary of the Air Force approves the EDC.

After EDC approval. Air Force signs long-term lease of Gentile AFS to the City of Kettering. Air Force will still have access to Gentile AFS to continue environmental cleanup activities and may retain the use of some base facilities for a limited duration.

September 1996. All Defense Logistics Agency tenants leave Gentile AFS.

No earlier than April 1997. Gentile AFS deed is transferred to the City of Kettering. Deed transfer is contingent upon City of Kettering's compliance with the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA).

### **Formulating the Gentile Reuse Plan**

To understand how the City of Kettering developed its Gentile AFS Reuse Plan, the subject will be examined in three main areas. First, what were the major concerns of the community before starting the planning process? Second, what did the federal key players, OEA, BTO, and AFBCA, do during the community's planning process? Third, what did the Reuse Plan Contractor determine to be the goals and objectives of the reuse plan?

Community Concerns. The City of Kettering has been aggressive in all areas of the reuse plan development process. The City wasted little time in securing an initial planning grant (December 1993), hiring a reuse coordinator (March 1994), hiring a contractor to draft the reuse plan (June 1994), and approving the final reuse plan (March 1995). From the very beginning of the base closure and reuse process, the City of Kettering has had three major concerns throughout the reuse planning process.

The City's first concern is the federal government's slowness in administering the environmental cleanup process. The Mayor of Kettering met with the Assistant Secretary of the Air Force in October 1994 to express his displeasure with the cleanup of the minor environmental issues at Gentile AFS. The Mayor stated in regards to the environmental cleanup process, "To me, it seems they are dragging their feet on this" (McGinnis, 1994:16a).

Second, the City is distressed about the financial capital it must invest in Gentile AFS to increase the likelihood of its becoming a profitable venture. According to the reuse plan contractor, the city may have to invest \$29.4 million in infrastructure and other public improvements, including improved road access and parking to fully implement the proposed reuse plan (Gentile Reuse Plan, 1995:145). A financial investment of \$29.4 million is a significant undertaking for the City of Kettering and creates a predictable amount of anxiety among elected local officials.

Third, the City is alarmed by the ever-changing nature of the base closure and reuse planning process itself. The federal government has continued to change the base closure and reuse law affecting the City's reuse planning.

#### Federal Key Players.

OEA. At the 17 January 1995 DESC Reuse Committee meeting, the OEA regional representative was in attendance to observe the Reuse Plan Contractor present their draft plan to the City of Kettering. The City of Kettering received its second grant from the DoD Community Planning Assistance Funds for planning the reuse of Gentile AFS on 7 April 1995. The grant period is from 1 April 1995 through 31 March 1996. The total amount of the grant was \$400,079 with \$297,560 from the federal government and \$102,519 from the City of Kettering contributed as a cash/in-kind non-federal contribution. To receive a second year planning grant from the DoD community Planning Assistance Fund, the City of Kettering was required to match a 25 percent portion, in

nonfederal funds, of the total projected planning expenses. The City raised the required 25 percent by securing a \$63,000 matching grant through the Montgomery County Economic Development-General Equity Program (ED/GE).

AFBCA. The AFBCA Site Manager, Mr. Paul Rizzo, has been employed at Gentile AFS as a facilities engineer for over 21 years. The AFBCA Operating Location at Gentile AFS is staffed with the site manager, a full-time environmental coordinator and secretary and a part-time real estate specialist. The real estate specialist is stationed at Rickenbacker AFS, Columbus, Ohio and commutes to Gentile AFS three times per week.

The AFBCA Site Manager at Gentile AFS thinks that many of the City's frustrations concerning the slowness of the base closure and reuse process are directly attributable to a lack of good information at the very beginning of the process (Rizzo, 1994). The AFBCA, at its initial meeting with the City, encouraged the City to begin marketing and leasing Gentile AFS much too early in the base closure and reuse process (Rizzo, 1995). The focus of the AFBCA's initial contact with the city was that both the Air Force and the City would make a profit during and after the closure of Gentile AFS. The AFBCA cited Gentile's urban location, warehouse facilities, and very minor environmental contamination as indicators of an expeditious and profitable closure. Interim leasing of property at Gentile AFS was to provide income to both the City and the AFBCA during the closure process. What was not made clear to the City was that, regardless of Gentile AFS's relatively clean environmental status, lengthy environmental studies are still required by law to be conducted at every closure base. An environmental timeline outlining the entire environmental cleanup process, presented by the AFBCA at the initial meeting with the City, would have been very beneficial in assisting the City establish a more realistic reuse timetable.

BTO. The Base Transition Office is represented at Gentile AFS by Mr. Dan Dollarhide, the Base Transition Coordinator (BTC). At the beginning of the base

closure and reuse process, the BTC was extremely busy educating and organizing the local key players in the process. As the process has proceeded into the planning phase, the BTC responsibilities, coordinating base closure actions and cutting red tape, have become less demanding of his time (Dollarhide, 1995). In discussing why the time devoted to his BTC responsibilities has decreased, Mr. Dollarhide speculated that a "learning curve effect" involving the key players in the base closure and reuse process may have transpired resulting in better communication and cooperation (Dollarhide, 1995).

Another factor in explaining the BTC's decreasing time requirements is that, with the base closure and reuse process progressing from the organizational phase to the planning phase, the emphasis has shifted to the AFBCA Site Manager. The AFBCA Site Manager is responsible for real property disposition, infrastructure improvements, and environmental cleanup which are all major issues that the local community must address when developing its reuse plan.

DESC Reuse Plan Contractor's Recommendations. Woolpert, with several subcontractors, prepared the *Reuse Plan Gentile Air Force Station Kettering, Ohio* for the City of Kettering. The initial OEA planning grant of \$151,097 was increased by \$204,590 to cover Woolpert's fee. The City of Kettering was very pleased with the Woolpert-led effort and reported to the OEA that an "outstanding plan" had been developed (Leese, 1995).

Woolpert, using public, private, and citizen inputs gathered from surveys, interviews, and published government and industry reports, formulated four goal statements for the future of Gentile AFS:

1. Reestablish Gentile Air Force Station as a high-quality, high-density employment center.
2. Achieve early success in business recruitment.
3. Market Gentile Air Force Station nationally.

4. Become the preferred alternative in the Air Force disposal environmental impact statement. (Gentile Reuse Plan, 1995:77)

To achieve these four goals, Woolpert established seven objectives:

1. Begin the absorption process and create a revenue stream to offset cost and establish momentum.
2. Seek operations that offer high-paying, high-quality jobs.
3. Include a combination of office, industrial, and distribution operations.
4. Acquire property at least local cost.
5. Secure interim use leases for new commercial and public agency tenants.
6. Undertake "care and custody" of the Gentile Air Force Station property under contract from the Air Force.
7. Retain the essential equipment and related personal property required to preserve a fully-functional facility. (Gentile Reuse Plan, 1995:77)

### **Discussion of Specific Subject Areas**

Interim Leasing. The City of Kettering has experienced little success with the interim leasing of facilities at Gentile AFS. The DESC Reuse Coordinator stated that "the process is so cumbersome that it inhibits reuse" (Leese, 1995). Specifically, the DESC Reuse Coordinator emphasized that businesses are accustomed to quick and flexible agreements (Leese, 1995). The interim lease process with its multitude of steps, lengthy approval process, no option to buy and 30 day eviction clauses deterred many businesses that were interested in renting property at Gentile AFS (Leese, 1995).

Despite its aggressive attempts to lease portions of Gentile AFS property, over seventy tours have been conducted with realtors and potential leasees, only one interim lease has been completed as of July 1995. The single interim lease was finalized on 28 February 1995 with the Montgomery County Board of Retardation for approximately 20,000

square feet of office space in building number 4. Currently, there is one interim lease in the approval process.

An aspect of interim leasing that unpleasantly surprised the City of Kettering was the sharing of interim lease revenue with the Air Force. During the interim lease negotiations with the Miami Computer Supply company, the City of Kettering negotiated fair market values for the warehouse (\$3.97 per square foot) and office (\$6.97 per square foot) space with the company. The City of Kettering was aware of paying a fee to DESC of \$0.97 per square foot for facility maintenance and other infrastructure overhead. The City of Kettering was not aware the AFBCA had determined that a \$0.80 per square foot Air Force lease rate would be levied on all interim leases negotiated by the City (Husemann, 1995). The City had been advised by Woolpert, the base reuse plan contractor, that "the City should be able to maintain a cash-flow balance for operating and maintenance expenses from interim use lease proceeds, without these lease proceeds flowing back to the Air Force" (Gentile Reuse Plan, 1995:118). However, the Air Force, as the owning military department, is entitled to charge the LRA, City of Kettering, for the leasing of real and personnel property at Gentile AFS (*Federal Register*, 1994a:16133). The \$0.80 per square foot Air Force lease rate is used to help offset AFBCA administrative expenses and to more quickly demonstrate a savings from the closing of Gentile AFS.

A DoD environmental procedure of interim leasing that appears costly to the Air Force is entitled "Procedures for Finding of Suitability to Lease (FOSL)." The FOSL is conducted to indicate that there are no significant environmental issues associated with the proposed leased facility. The AFBCA Site Manager estimates that the cost of a FOSL at a Gentile AFS facility is \$30,000 (Rizzo, 1995). The current AFBCA approach to conducting a FOSL is to accomplish the environmental study after a facility has been identified for an interim lease. This approach conserves DoD funds during the initial closure of a base, but may result in repetitive expenditures during the remaining base

closure process. In the opinion of the AFBCA Site Manager, referring to economies of scale, it would be much more cost effective and logical to accomplish a base-wide FOSL at the beginning of the base closure process. In addition to being more cost effective in the long run, a base-wide FOSL eliminates the need to conduct a FOSL prior to the leasing of every facility resulting in the acceleration of the interim leasing process.

Environmental Issues. From the LRA's point of view, the primary area of concern is the time involved in the environmental cleanup process. The environmental cleanup process is long and bureaucratic and has the potential to delay the closure of Gentile AFS beyond December 1996, hindering base reuse. The LRA has already advertised to organizations interested in locating at Gentile AFS that they will be able to proceed with their relocation soon after the December 1996 closure date.

The first step in the environmental cleanup process of Gentile AFS, performing the Environmental Baseline Survey (EBS), began in January 1994. The purpose of the EBS is

to document the environmental condition of real property at Gentile Air Force Station (AFS), Ohio, resulting from the storage, release, and disposal of hazardous substances and petroleum products and their derivatives over the installation's history, and to establish a baseline for use by the Air Force in making decisions concerning real property transactions. The preparation of an EBS is required by Department of Defense (DOD) policy before any property can be sold, leased, transferred, or acquired. (EBS, 1994:S-1)

The AFBCA contracted through the Air Force Center for Environmental Excellence (AFCEE), located at Brooks AFB, San Antonio, Texas, for a company to conduct the EBS. The Earth Technologies Corporation of Colton, California, was hired and performed the EBS through a historical records search, personal interviews, and on-site visual inspections. The Earth Technologies Corporation completed the Gentile AFS EBS in August 1994 at a cost of approximately \$200,000.

There are seven categories that property is classified in resulting from an EBS.

Category 1 - Areas where no storage, release, or disposal of hazardous substances or petroleum products has occurred (including no migration of these substances from adjacent areas).

Category 2 - Areas where only storage of hazardous substances or petroleum products has occurred (but no release, disposal, or migration from adjacent areas has occurred).

Category 3 - Areas where storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred, but at concentrations that do not require a removal or remedial action.

Category 4 - Areas where storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred, and all remedial actions necessary to protect human health and the environment have been taken.

Category 5 - Areas where storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred, removal and/or remedial actions are under way, but all required remedial actions have not yet been taken.

Category 6 - Areas where storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred, but required response actions have not yet been implemented.

Category 7 - Areas that are unevaluated or require additional evaluation.  
(EBS, 1994:S-2)

The findings of the EBS of Gentile AFS were

Category 1 properties generally occur at offices, parking lots, recreation areas, and other open areas throughout the base. Category 2 properties include warehouses and maintenance facilities located in the western, central, and northern portions of the base. No Category 3, 5, or 6 property has been identified.

Category 4 property is contained within Facility 6. Category 7 properties include all Installation Restoration Program (IRP) sites: Facilities 3, 4, 11, 17, 18, 45, 66, 73, 74, 79, 80, 81, 83, and 110; industrial and other open areas in the western portion of the base; the storm drain and sewer systems downstream from industrial facilities; and the West Branch of Little Beaver Creek. (EBS, 1994:S-5)

Based on the EBS, data gaps and required investigations to fill these gaps were

identified for incorporation into the BRAC Cleanup Plan (BCP). The data gaps are

- Areas of soil staining and/or stressed vegetation noted during the visual site inspection have not been investigated.
- Portions of the sanitary sewer and storm drain systems downstream from facilities conducting industrial processes require further investigation.
- A comprehensive basewide asbestos survey has not been completed.
- Conduct basewide preliminary assessment/site inspection.
- The integrity of all underground storage tanks (UST) installed prior to 1992 is unknown.
- Determine begin and end dates of hazardous material storage and hazardous waste storage at several facilities.
- Installation dates of USTs and above ground storage tanks (AST) at several facilities have not been identified.
- Determine dates for removal of ASTs at several facilities.
- Determine the status of all Category 7 property and the appropriate follow-up investigation, if necessary. (EBS, 1994:S-6)

To implement the BCP and carry out the required investigations, a Gentile AFS BRAC Cleanup Team (BCT) was formed consisting of members from Gentile AFS, the Ohio EPA, and the Federal Region 5 EPA. The BCT's environmental strategy for cleaning up Gentile AFS is to remediate all sites to at least a category 4. This strategy was formulated in conjunction with the local community's reuse plan which calls for Gentile AFS to be zoned as a light industrial area. Once a site is remediated to Category 4, it is suitable for transfer from the federal government to the local community for light industrial purposes. Unfortunately, according to the AFBCA Site Manager,

the BCT concept was developed to encourage the EPA to be a player from the start. At this time the EPA has not been willing to offer guidance early in the process. The EPA continues to require extensive and expensive studies,

confirmatory samplings and tests in areas of the base that historically have not had missions that are of environmental concern. (Rizzo, 1995)

The effectiveness of the Gentile AFS BCT is in doubt, but the environmental cleanup process is still in its early stages.

In an attempt by the federal government to give the local community some input into the environmental cleanup process, a Restoration Advisory Board (RAB) was formed at Gentile AFS in November 1993. The meetings are required to be held on a quarterly basis but have been held more frequently on an as needed basis as determined by the AFBCA environmental coordinator. The purpose of the RAB

is to bring together people who reflect the diverse interests within the local community, enabling the early and continual flow of information between the affected community, the military installation, and environmental oversight agencies.

*(Federal Register, 1995:27461)*

Unfortunately, the RAB meetings are sparsely attended by the local community. Most attendees are local, state, or federal government employees who are required to attend the meetings.

Another environmental meeting which was sparsely attended by the local community was the Air Force Scoping Meeting on the Environmental Impact Statement for the disposal and reuse of Gentile AFS. This meeting was held on 14 September 1994 at the City of Kettering government building. Representatives from AFBCA and AFCEE were present to solicit public concerns about the environmental impact on the local community resulting from the closure and reuse of Gentile AFS.

As with the RAB meetings, most of the attendees were local, state, or federal government employees who were required to attend the meeting. Less than 25 percent of the 29 attendees were private citizens. The only private citizen who spoke was the President of the Dayton Chamber of Commerce. He expressed concerns about Gentile

AFS facilities being used solely as warehouses resulting in the loss of local jobs and tax revenue.

Despite Gentile AFS's relatively clean environmental history and current status, the mandatory compliance with the National Environmental Protection Act (NEPA) and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) is the largest stumbling block to an expeditious base closure and reuse (Rizzo, 1995). As of 25 August 1995, the EIS is in final draft format and is being reviewed by the state and federal EPA offices. The projected completion date of the EIS is October 1995.

The Air Force Enclave. The Defense Finance and Accounting Service Center (DFAS) announced on 3 May 1994, almost two months after the federal agency screening period ended on 15 March 1994, its intentions to establish a regional military finance office on Gentile AFS. The City of Kettering was pleased with the DoD's selection of Gentile AFS as one of the 25 DFAS regional locations (Hartmann, 1994a). The DFAS office at Gentile AFS will employ 750 federal government civil servants and, in the City of Kettering's view, lessen the economic impact on the local community resulting from the DESC relocation. DFAS employees currently employed at Wright-Patterson AFB, Ohio will be relocating to the DFAS office at Gentile AFS to fill a portion of the 750 positions.

To accommodate the DFAS operations at Gentile AFS, the federal government established an enclave at Gentile AFS to remain under the control of the Air Force. The Air Force enclave will consist of building 45 at Gentile AFS.

The City of Kettering recognized that building 45 would be underutilized if only the 750 DFAS personnel relocated to the facility. Additionally, the City pointed out to the DoD that building 45 shares an adjoining wall with building 46 and would make a logical addition to the Air Force enclave.

Optimistic about the inclusion of building 46 in the enclave, the City of Kettering proposed in August 1994 to the DoD that three tenant units, with a combined employment

of approximately 450 civilian personnel currently located at Gentile AFS, the Defense Automatic Addressing Systems Center (DAASC), the Defense Contract Management Command Area Office (DCMAO), and the Defense Contract Management Command international (DCMCI), remain at Gentile AFS in the Air Force enclave with DFAS. DCMAO and DAASC are relocating to Wright-Patterson AFB, Ohio and DCMCI is moving to DCSC, Columbus, Ohio. The LRA cited potential cost savings of 9 million dollars in moving and construction expenses resulting from the relocations (Hartmann, 1994a).

In December 1994, the Deputy Secretary of Defense, rejected the City's proposal citing the 1993 BRAC recommendation that Gentile AFS be closed "except for space required to operate the Defense Switching Network" and stated that "The Base Realignment and Closure Act of 1990 requires that we implement the Commission's approved recommendations" (Deutch, 1994). The Deputy Secretary of Defense also disputed the LRA's suggested savings of 9 million dollars resulting from the three tenant agencies remaining at Gentile AFS. He stated that the DLA is projected to save 4 million dollars during the implementation phase of the base closure and will realize an annual savings of 24 million dollars after the base closure is complete (Deutch, 1994). The Deputy Secretary of Defense assured the City of Kettering that complying with the 1993 BRAC recommendation "will more than offset the estimated \$5.7 million in costs associated with the movement of the DLA activities" (Deutch, 1994).

The Deputy Secretary of Defense's projected savings are fully realized only if the 1993 BRAC recommendation to close Gentile AFS, except for the Defense Switching Network equipment, is fully complied with. The Air Force enclave negates the projected savings quoted by the Deputy Secretary of Defense, and currently no updated savings projections have been published to ascertain the actual savings resulting from the closure of Gentile AFS with the incorporation of the Air Force enclave. The federal government's apparent

inconsistent implementation of its base closure policy, in this instance, delayed the LRA's reuse planning and created ill will between the LRA and the federal government.

To further enhance the animosity of the LRA towards the federal government, the relocation of DCMAO and DAASC to Wright-Patterson AFB, Ohio may not occur until early 1997 potentially delaying the December 1996 closure of Gentile AFS and hindering the LRA's reuse efforts (Garrett, 1995). The potential relocation delay results from two related issues. First, the Gentile AFS Commander requested that the Wright-Patterson Facilities Engineering Office, which is in the local area, and not the Army Corps of Engineers, accomplish the necessary construction required at Wright-Patterson AFB to accommodate the DCMAO and DAASC move. Ordinarily the Army Corps of Engineers handles construction projects resulting from a base closure action. However, the Gentile AFS Commander was convinced that the Wright-Patterson Facilities Engineering Office was capable of completing the project and would be able to finish the necessary construction before the Army Corps of Engineers. The commander's request was denied. Second, due to the time requirements for design and construction of the DCMAO and DAASC facility at Wright-Patterson AFB, the Army Corps of Engineers revised its projection completion date from September 1996 to early 1997.

Elaborating on the Gentile AFS Commander's concerns about the delay in moving DCMAO and DAASC prior to December 1996, the Mayor of Kettering reiterated an earlier suggestion to the DoD to keep DCMAO and DAASC on Gentile AFS in the Air Force enclave (Hartmann, 1995b). The DoD has continued to deny the Mayor's request, but is now citing a different reason. The Mayor was informed by a spokesperson for the Assistant Secretary of Defense (Economic Security) during a June 1995 meeting that a DoD policy exists which precludes the usage of the Air Force enclave by tenants who were on Gentile AFS when the 1993 BRAC recommendation was confirmed by Congress. The Mayor has reluctantly accepted the DoD's policy and is hoping that other DoD

agencies will relocate to the Air Force enclave to fully utilize the facilities bringing more federal employees to the local area (Hartmann, 1995c).

To add yet another complicating factor to the Air Force enclave, the Reuse Plan Contractor is recommending that the City of Kettering request buildings 45 and 46 within its EDC area and then make the facilities available to DFAS and the Air Force at minimum cost on a permanent license basis (Gentile Reuse Plan, 1995:117). The contractor discusses several reasons for this request, with the most important being that if DFAS leaves Gentile AFS, "the City would not be forced to purchase the property in the future from General Services Administration under the 1949 Federal Property Act" (Gentile Reuse Plan, 1995:117). The contractor goes on to point out that the Air Force would also benefit from this approach by being able to claim Gentile AFS as a complete base closure.

Attitude of City Personnel Toward Federal Agencies. The federal government's base closure and reuse policy may be flawlessly designed, but if the customer, the local community, is not satisfied with the efforts of the agencies responsible for implementing the policy, the policy is a failure.

OEA. The City of Kettering is pleased with the OEA's Regional Representative, Mr. Frank Barton. Mr. Barton did an excellent job in assisting the City apply for and receive its second year planning grant (Leese, 1995). He remains an important Washington DC point of contact for the City and has arranged meetings with other federal agencies involved in funding local community's reuse efforts.

On one occasion, Mr. Barton arranged for the DESC Reuse Coordinator to meet with the EDA's Director of the Economic Adjustment Division. During that meeting, the DESC Reuse Coordinator received important information concerning the status of the EDA's Title IX grant program and the likelihood of the City of Kettering receiving such a grant. The information from this meeting was partially responsible for the City of

Kettering deciding to apply for a \$6,400,000 EDA Title IX grant. The grant application remains pending.

Despite the OEA being seen by some City of Kettering officials as an overly bureaucratic organization, the relationship between the City and the OEA's regional representative is productive. The OEA was the final approval authority for the selection of the reuse plan contractor. Although the City felt quite capable of selecting this contractor and did not see a need for OEA involvement, Mr. Barton's rapport with the City, especially the DESC Reuse Coordinator, enabled an amicable selection process.

Further evidence of Mr. Barton's rapport with the City officials was evident at the 17 January 1995 DESC Reuse Committee meeting. Woolpert presented an overview of the Gentile AFS Reuse Plan to the Committee. During the presentation of the economic and market analysis, Mr. Barton stated that the estimated revenues from leasing the Gentile AFS property were too high and the operating expenses were too low. He went on to say that the economic and market analysis was too optimistic and that the City should not base its reuse actions on these projections. After the meeting, the DESC Reuse Coordinator was asked about Mr. Barton's observations. The DESC Reuse Coordinator said that the City suspected the economic projections were too optimistic and that Mr. Barton's observations helped corroborate the City's reservations about the projections.

BTO. The Base Transition Coordinator (BTC) at Gentile AFS, Mr. Dan Dollarhide, has been a valuable asset to the City of Kettering. The DESC Reuse Coordinator stated that the BTC "was of particular help to the community in the early stages of the process, insuring that all steps were taken to fund and organize for closure" (Leese, 1995). The BTC has been a strong community advocate at the local level.

Before accepting a position with the BTO, Mr. Dollarhide requested that he remain a DLA employee. This arrangement has allowed the BTC to retain a certain amount of influence with the DESC leadership. On 18 June 1995, this influence increased

dramatically when Mr. Dollarhide assumed, in addition to his BTC duties, the DESC Chief of Staff position.

With better communication and cooperation between the key players at the local level, Mr. Dollarhide found himself with less ombudsman duties to carry out. Desiring to fully utilize his expertise and to assist DESC with its ongoing mission, Mr. Dollarhide requested additional responsibilities. Currently, the DESC Chief of Staff duties are requiring more of Mr. Dollarhide's time than are his BTC duties. To his credit, the City has no complaints about Mr. Dollarhide's performance and continues to express its satisfaction and thanks for his efforts (Leese, 1995). The Mayor of Kettering has expressed his gratitude for Mr. Dollarhide's efforts to the DoD and President Clinton (Hartmann, 1994).

At the federal level, the City is not very familiar or involved with the BTO. The only contact the City has had with the federal BTO is as a Washington DC "tour guide" (Leese, 1995). The lack of contact with the federal BTO does not appear to negatively effect the City's base reuse planning.

AFBCA. The AFBCA Site Manager and his staff are viewed favorably by the City. The DESC Reuse Coordinator remarked that "Paul is 'here to help' and will do anything in his power to make closure a success" (Leese, 1995). Despite the local Gentile AFS AFBCA office's slow start at the beginning of the base closure and reuse process, due to a very limited staff and budget, it has built a solid working relationship with the City. It is important that the City work well with the local AFBCA office, because all environmental, interim leasing, and real property issues are managed by the AFBCA. The proper handling of these issues is very important to the City's reuse efforts.

The AFBCA federal office is not viewed favorably by the City. Speaking of the AFBCA headquarters, the DESC Reuse Coordinator said

they seem to feel that we are the enemy, attempting to get more than we deserve and are asking for things that don't belong to us. I personally feel that they don't

have a can-do philosophy and are trying to protect their turf and assets, rather than working toward a quick, efficient, mutually beneficial closure. (Leese, 1995)

To substantiate his claims, Mr. Leese cited a recent occurrence of an AFBCA headquarters official directing an AFBCA Site Manager to stop being so helpful with the community's interim leasing efforts and to protect the interests of the Air Force (Leese, 1995). The AFBCA Site Manager in question confirmed Mr. Leese's account.

The Gentile AFS Site Manager felt that Mr. Leese's evaluation of AFBCA headquarters was a "little harsh" and discussed why he thinks this confrontational relationship exists.

This conception has been caused by a lack of knowledge of the closure processes and laws on the community's part. . . .this perception could have been avoided if the community had been better educated in the beginning of the process. The AFBCA encouraged the community to begin marketing and leasing the facility much too early in the process. Many of the problems we have encountered have been caused by the DESC mission still occupying the majority of the base. The community has tried to be sensitive to the ongoing mission, but still is disappointed when we have to tell them a certain area is not available for reuse yet. (Rizzo, 1995)

Mr. Rizzo also cites the City's lack of understanding regarding the environmental laws and timelines as another reason for the problems between the City and AFBCA headquarters (Rizzo, 1995). The City wants reuse to occur more rapidly than the current environmental laws and procedures will allow.

The confrontational relationship that exists between the City and AFBCA headquarters has resulted from a combination of factors. The City's lack of knowledge and frustration with the environmental and interim leasing processes combined with the AFBCA headquarters' apparent bureaucratic disposition are mainly responsible for the antagonistic relationship.

EDA. Completing the planning phase of the base closure and reuse process, the City of Kettering is currently seeking funding from the EDA to implement various infrastructure improvements. At this early point in the interaction between the

City and the EDA, the City views the EDA favorably. In June 1995 the DESC Reuse Coordinator went to Washington DC to make initial inquiries into receiving possible assistance from the EDA in the form of a Title IX grant. The OEA regional representative made arrangements for the DESC Reuse Coordinator to meet with the Director of the Economic Adjustment Division of the EDA. The Director informed the DESC Reuse Coordinator that the EDA had funds in the Title IX grant program and that the City of Kettering could qualify for a grant. The Director advised the DESC Reuse Coordinator to make an appointment with the Ohio EDA Representative.

The DESC Reuse Coordinator visited with the Ohio EDA Representative at his office in Columbus, Ohio concerning the Title IX grant program. The Ohio EDA Representative provided the DESC Reuse Coordinator with the necessary applications and information about applying for a Title IX grant. According to the DESC Reuse Coordinator, the Ohio EDA Representative was not very optimistic about the city of Kettering receiving an EDA grant, citing the city's low unemployment rate, approximately 2.5 percent (Leese, 1995). The DESC Reuse Coordinator pointed out to the Ohio EDA Representative that the Gentile AFS workforce was comprised of more than just Kettering residents and suggested that the greater Dayton area, with an unemployment rate of approximately 5 percent, be used as a more realistic unemployment statistic to determine Kettering's EDA grant eligibility. On 24 July 1995, the City of Kettering submitted to the EDA a Title IX construction grant request, totaling \$6,400,000, for infrastructure improvements at Gentile AFS.

## **Summary**

In all of the in-depth interviews with the key players, optimistic opinions were expressed about the local community's reuse of Gentile AFS. All of the federal and local key players seem confident that, despite the imperfect base closure and reuse process, the

closure of Gentile AFS will benefit the City of Kettering in the long run. This confidence appears to result from the excellent working relationships that exist at the local level between the federal and local government employees.

Two important aspects of the Gentile AFS closure and reuse process must continue to occur in order to increase the probability of a successful reuse. The federal government must do everything in its power to uphold its projected transfer date of no later than April 1997, and the City of Kettering must continue to be proactive in its reuse planning. These two aspects, combined with the excellent local level working relationships between the federal and local government employees, warrant an optimistic outlook regarding the closure and reuse of Gentile AFS.

## **V. Conclusions and Recommendations**

### **Chapter Overview**

This chapter will provide answers to the four investigative questions. After these questions have been answered, the generalization and limitations of the research will be discussed. This section will be followed by recommendations for improving the base closure and reuse process. Finally, areas for future research will be suggested.

### **Investigative Question One**

What are the roles and activities of the Office of Economic Adjustment (OEA), Base Transition Office (BTO), and the Air Force Base Conversion Agency (AFBCA) in the formulation of local community base reuse plans?

The OEA provides planning grants to assist the local community fund the development of the base reuse plan. Also, the OEA has the final approval authority of the local community's selection of a contractor to develop the base reuse plan. The OEA receives status updates, from the local community, on the base reuse plan contractor's progress in accomplishing the plan. The base reuse plan contractor submits the plan to the local community and the OEA for final approval. After the completion of the reuse plan, the OEA may assist the local community contact other federal agencies to secure additional federal grants.

The BTO continues as an ombudsman that communicates and coordinates between the local community and the federal government. Also, the BTO attempts to maintain a balance between the ongoing mission at the closing base and the local community's desire to begin reuse actions.

One of the AFBCA's responsibilities that becomes significant during the planning phase of base reuse is the environmental cleanup of the base. The AFBCA contracts the

environmental specialists that conduct the numerous environmental studies required by federal and state laws. The AFBCA provides technical and logistical support to the contractors, while at the base, to enable the accomplishment of the study. The first major study conducted in the environmental process is the Environmental Baseline Survey (EBS) to determine the contaminated and uncontaminated sites at the base. Once the EBS is completed, the AFBCA begins the Environmental Impact Statement (EIS) process by holding an environmental impact statement scoping meeting to solicit public comment about the closure and reuse of the base. The finalization of the EIS is contingent upon the completion and approval of the base reuse plan. Another AFBCA responsibility is the coordination and approval of interim leases. However, interim leasing has no impact on the local community's reuse planning efforts.

### **Investigative Question Two**

How does the local community view its interaction with the OEA, BTO, and AFBCA?

During the planning phase of the Gentile AFS base closure process, the roles and activities of all three agencies changed from those defined in the organizing phase of this longitudinal case study. To perceive these changes and determine the local community's opinion, the findings of this research, conducted during the planning phase, will be qualitatively compared with the findings of previous research, conducted during the organizational phase, at Gentile AFS. The findings will be compared in the order the agencies appear in investigative question one.

Eshbach and Hall determined that, despite the local community's overall favorable impression of the OEA, the OEA was overly bureaucratic, fostered a reliance on the federal government, and micro-managed the local community's actions during the organizational phase of the base closure and reuse process (Eshbach and Hall, 1994:102-104). During the planning phase of base closure and reuse, the OEA bureaucracy

remained, but the working relationship between the OEA regional representative and the LRA improved.

The OEA regional representative continued to assist the local community secure additional planning grants, but provided less guidance and training to the local community. Once the OEA regional representative subjectively determined that the local community had established a capable LRA and was proceeding on a productive course, the representative became less directive and more advisory. At approximately the same time, the OEA regional representative began emphasizing to the LRA that the successful reuse of Gentile AFS depended more on the local community's actions than on the federal government's base closure and reuse programs and policies. Regardless of the OEA regional representative's shift in emphasis, the City of Kettering has, after accepting the Gentile AFS closure decision, been determined to successfully reuse Gentile AFS. The early formulation of the LRA and completion of the base reuse plan are clear examples of the City's determination. The OEA regional representative remains a valuable federal government point of contact for the local community in base closure and reuse matters.

The BTO, as determined by Eshbach and Hall, added little value to the base closure and reuse process during the organizational phase (Eshbach and Hall, 1994:106-107). The BTO's role at Gentile AFS, during the planning phase, has continued to add negligible value and has actually decreased in significance. The BTC at Gentile AFS is currently employed as the DESC Chief of Staff and regards the BTC responsibilities as an additional duty. The Gentile AFS BTC has been marginalized due to the lack of authority or ownership of any aspect of the base closure and reuse process. Also, as the local community became organized and more familiar with the base closure and reuse process, with the assistance of the BTC, direct communication between the community and the federal agencies with authority became standardized. If the local community were given the necessary training and information at the beginning of the base closure and reuse

process, it would be able to serve as its own advocate with the federal government, negating the need for a federal agency community advocate such as the BTO.

According to Eshbach and Hall, the AFBCA complicates the reuse process due to the site manager's lack of decision making authority (Eshbach and Hall, 1994:109-10). This same problem was evident during the planning phase of the Gentile AFS base closure and reuse process. The City of Kettering communicates directly with the AFBCA headquarters in Washington, DC and sends information copies of correspondence to the Gentile AFS AFBCA Site Manager. Ironically, the relationship between the Gentile AFS AFBCA Site Manager and the City of Kettering is good. The Site Manager is a recognized facilities expert at Gentile AFS and has been at the base for over 20 years.

### **Investigative Question Three**

Other than the OEA, BTO, and AFBCA are there other players in the base closure process that are important?

The Economic Development Administration (EDA) in the Department of Commerce is a potentially large source of infrastructure improvement funds to local communities affected by a base closure. After the completion of the base reuse plan, the local community may request a Title IX construction grant from the EDA. Title IX grants funded by the EDA may save the local community millions of dollars in expensive infrastructure improvements that are required to meet more stringent local building codes.

### **Investigative Question Four**

What issues are central to the closure and reuse planning at Gentile AFS?

From the very beginning of the base closure and reuse process, the City of Kettering has had three major concerns throughout the reuse planning process.

The City's first concern is the federal government's slowness in administering the environmental cleanup process. The Mayor of Kettering met with the Assistant Secretary

of the Air Force in October 1994 to express his displeasure with the cleanup of the minor environmental issues at Gentile AFS. The Mayor stated in regards to the environmental cleanup process, "To me, it seems they are dragging their feet on this" (McGinnis, 1994:16a).

Second, the City is distressed about the financial capital it must invest into Gentile AFS to increase the likelihood of Gentile AFS becoming a profitable venture. According to the reuse plan contractor, the city may have to invest \$29.4 million in infrastructure and other public improvements, including improved road access and parking to fully implement the proposed reuse plan (Gentile Reuse Plan, 1995:145). A financial investment of \$29.4 million is a significant undertaking for the City of Kettering and creates a predictable amount of anxiety among elected local officials.

Third, the City is alarmed by the ever-changing nature of the base closure and reuse planning process itself. The federal government has continued to change the base closure and reuse law affecting the City's reuse planning. Examples of these changes include the DoD's July 1995 final rule amending the Revitalizing Base Closure Communities and Community Assistance regulation, the possible elimination of the EDA, and the possible merger of the BTO and OEA. The City of Kettering has no way of anticipating the ramifications of these changes on the closure and reuse of Gentile AFS.

During this research, it was discovered that the City's three central issues all point to an overall concern about the federal government. The City's main concern is that it does not want the federal government to interfere with or control its base reuse planning in any way. As far as the City is concerned, the federal government does not require Gentile AFS any longer and should step aside and allow the City to accomplish the formidable task of successfully reusing a closed military installation. The City of Kettering is convinced that it knows what is best for the future of Gentile AFS and that the federal government can only hinder its reuse planning efforts. No matter how productive the

working relationship is that exists between the federal agency local representatives and the local community, the City will continue to view the federal government as an adversary instead of a supporter.

### **Generalization and Limitations of the Research**

The conclusions drawn from this research may be generalized to the overall base closure and reuse process at Air Force bases. However, three factors may limit the conclusion's generalization to the closure and reuse of a single Air Force base.

First, the embedded case study methodology utilized strictly qualitative research instruments and techniques such as participant observation and in-depth interviewing. The data collected using these qualitative research instruments and techniques are not easily reproduced. In addition, the researcher's biases may have unintentionally affected the gathering and interpretation of the collected data.

Second, to conduct the in-depth interviews and participant observation, the researcher was required to identify himself as a graduate student at the Air Force Institute of Technology. The participants involved in the in-depth interviews or the various participant observations may have altered their answers or behavior due to the researcher's association with the federal government and the Air Force.

Third, the federal and local key players involved in the Gentile AFS closure and reuse process have unique personalities and relationships that cannot be perfectly reproduced at other base closure locations. Also unique are the conditions in which the key players were observed performing their duties.

Despite the acknowledged limitations of the research, the findings suggest that the federal government's current approach to assisting a local community affected by a base closure could be streamlined and improved to facilitate a more expeditious closure and reuse of the closing base.

## **Recommendation for Improving the Process**

As a result of the Gentile AFS case study, it is clear that a single, DoD base closure agency is required to streamline the base closure and reuse process. The OEA, BTO, and AFBCA are responsible for a portion of the base closure and reuse process, but each belongs to a separate DoD agency. The DoD should merge the OEA, BTO, and AFBCA into a single, DoD base closure office. This single agency would be capable of meeting all the local community's base closure and reuse information and funding needs. A DoD base closure agency site office would be located at each closure base. This office would be manned with a representative of the owning military department and personnel who have experience in planning and infrastructure improvement grants, environmental law and cleanup, and federal real estate empowered to make decisions based on the current laws and policies

## **Recommendations for Further Research**

Due to the longitudinal nature of the base closure and reuse process, a continuation of the Gentile AFS case study is warranted. Currently, the City of Kettering has positioned itself to experience a successful base reuse. However, even though the City has a base reuse plan, it is imperative that it continue to revise and update the plan. The current reuse plan is only a broad outline and detailed engineering studies to accomplish the necessary facility upgrades are still required. With the recent departure of the City's DESC Reuse Coordinator, the Kettering City Manager has assumed the reuse coordinator duties. This staffing change goes against the advice of the Gentile AFS Reuse Plan Contractor, who recommended the City hire real estate experts in addition to the DESC Reuse Coordinator.

Another area of potential research is the development of an information system that utilizes the Internet to facilitate the communication of base closure and reuse information

between the federal government and local communities. Electronic bulletin boards, Listserves, Gopher servers, and World Wide Web and File Transfer Protocol sites managed by one federal agency, maybe the OEA, would cut through more red-tape than the BTO. The cost to connect local communities to allow them access to this information system would be negligible in comparison to the benefit of having direct communication with every key player in the base closure and reuse process.

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Vita

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<p>Local communities affected by a base closure are uncertain as to their future and look to the federal government for guidance and economic assistance in rebuilding their local economy. The local communities want to close the base with as little federal government interference as possible and convert the base to civilian use with as much federal financial assistance as possible. During 1993-1994 two Air Force Institute of Technology research teams began longitudinal case studies of the base closure and reuse process at Gentile Air Force Station, Ohio to determine the effectiveness of the federal government's current approach. These research teams identified three main federal agencies involved in the process: Office of Economic Adjustment (OEA), Base Transition Office (BTO), and the Air Force Base Conversion Office (AFBCA). This case study is a continuation of their research and studies the same three agencies during the reuse planning phase of base closure. The recommendation for the federal government is to consolidate the OEA, BTO, and AFBCA into a single, Depart of Defense base closure office and locate representatives from this office at each closure base authorized to act as a single federal interface with the local community regarding base closure and reuse issues.</p>				
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